

S-E-C-R-E-T

CENTRAL INTELLIGENCE AGENCY

OFFICE OF NATIONAL ESTIMATES

~~13 March 1969~~
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*(listed wrong - this
memo was done
in 1969)*

MEMORANDUM

SUBJECT: THE SOVIET MILITARY ESTIMATES: PROBLEMS AND PROSPECTS

I. FORMAT AND TIMING

A. Major military estimates (11-4, 11-8, 11-3, and 11-14)

should be bound, at least initially, as separate sections
in single looseleaf binder.

1. Eventually, it may be possible to merge these sections
into a single NIE.

B. Each major estimate should be completely re-done annually
for formal USIB consideration; that is, it should be
re-printed, but it need be modified only as required.

1. In addition, ONE should periodically (every 3-4 months)
review these estimates for purposes of updating and
bookkeeping changes.

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GROUP 1
Excluded from automatic
downgrading and
declassification

MORI/CDF

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2. Minor changes made between complete re-dos should be cleared by USIB reps and subject to telephonic concurrence; major changes would get Memo-to-Holders treatment.
- C. Complete revisions of the major estimates should be spaced 3-4 months apart in order to spread the workload more evenly through the year and to allow for more manpower to be brought to bear on each successive estimate.
- D. Each major section of the NIPP should be produced concurrently with the corresponding NIE so that the whole package -- NIE and NIPP -- can be tabled simultaneously for USIB consideration.

II. CONTENT

- A. Each of the three major force estimates should be produced in an All-Source and Top Secret RD version. (NIE 11-14, in a Secret version as well.)
- B. Much of the detail now appearing in the NIE's, such as tables and prose descriptions of weapons will be relegated to the NIPP; cross-references to the NIPP should appear in the NIE's.

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C. All text will be eliminated from the NIPP except for the cautionary introductory section; instead the NIPP will contain cross-references to the relevant NIE's.

1. The TS RD versions of the estimates will serve as companion pieces to the corresponding NIPP sections, and vice versa; the two should be distributed together and to the same recipients.

D. This division of labor will result in a shortening of the NIPP, but not necessarily of the NIE's; because the NIE's will become semi-permanent documents, we should like to include background and historical data now excluded to save space.

III. PROCEDURES

A. It is beyond the power of this office to unseat the three service intelligence chiefs from the USIB, nor is it necessarily desirable.

1. This office, however, can and should make strong representations to the DCI that they be deprived of

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voting rights; they would still be allowed to contribute to the NIE's and to participate as observers at the reps and USIB levels.

B. ONE chairmanship of the reps meetings should be more rigorous.

1. Substantive discussions should be limited to resolving minor differences and to identifying the most important substantive issues; "editorial" changes should be left to the discretion of the ONE staff.
2. The DIA representative should be officially recognized as spokesman for the service agencies; Army, Navy, and Air Force reps should be permitted, however, to register views peculiar to the services.
3. The Chairman and all other ONE representatives should support the ONE text; important substantive changes should be made at the reps level only after referral back to the BNE for consideration.

C. For the major military estimates, an intermediate level of coordination should be set up between the reps' level and the USIB.

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1. A meeting would be called to consider the cleaned-up text that normally would go to USIB.
 2. It would be attended by senior estimates officers of the various agencies and chaired by the D/NE or DD/NE.
 3. Representatives would have consulted their principals, be empowered to speak for them, and be prepared to table proposed changes or dissenting footnotes.
 4. ONE representatives would have discretionary authority to accept revisions or footnotes.
 5. A new draft would then be issued for USIB consideration, which ideally would focus upon any changes recommended by the DCI after his final review of the paper.
- D. The CIA Member of USIB should have the option of footnoting an estimate he disputes.
1. In the case of substantive disagreement between ONE and an Agency component, a CIA reservation would be recorded in the draft estimate.

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- E. To avoid any further degradation of estimative language and, more particularly, to avoid the thoughtless watering down of firm judgments, ONE should work to obtain formal community agreement on Kent's lexicon.
 - 1. This might be accomplished by a prefatory section in the one-volume version of the NIE's which sets forth the ground rules (as in the opening section of the NIPP).
- F. ONE should take action to make its product more responsive to consumer needs.
 - 1. A series of conferences with major consumers (e.g. Systems Analysis, the NSC staff, etc.) would start the ball rolling, after which contact could be maintained on a less formal basis.

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